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THE ALBERTA MUNICIPAL COUNSELLOR



PUBLISHED BY THE DEPARTMENT OF MUNICIPAL AFFAIRS IN THE INTERESTS OF LOCAL GOVERNMENT

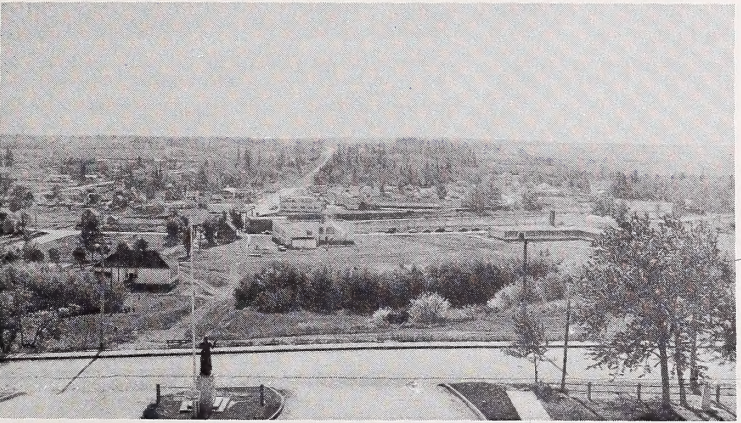
Vol. 6 No. 7

EDMONTON, ALBERTA

July, 1961

MAIL \$15,000,000 IN 359 CHEQUES

TOWN OF THE MONTH



"THIS WILL BE the site of your new mission and I will name it after your patron, Saint Albert". Bishop Tache's words were spoken to Father Lacombe one hundred years ago. Community's 100th birthday was marked with 3-day celebration held June 16, 17 and 18. First log church was built where the statue of Father Lacombe now stands in left foreground. Celebration included opening of the New Town Hall.

ST. ALBERT: THEN TILL NOW

From a booklet by
Father Emile Tardif, o.m.i.

- 1895-1902—Dr. Tiernan, health officer.
 - 1902-1938—Dr. A. Giroux is named health officer.
 - 1904—Saint Albert incorporated as a village and elects the
- (To Page 8)

SAME SUM FOR FOURTH YEAR

... MUNICIPALITIES' ASSISTANCE ACT GRANT

Only slight changes from last year are noticeable in the 1961 distribution of \$15,000,000 appropriated by the Provincial Treasury under The Municipalities Assistance Act. Total appropriation and the formula under which distribution is made are the same as in the past three years.

A total of 359 cheques as compared with 355 for last year will be mailed out early in July, according to word from F.G. Stewart, Deputy Provincial Treasurer. The new figure is accounted for by the four new villages incorporated as from January 1, 1961.

Individual cheques vary greatly in amount. Improvement District No. 123 gets \$15.04, unchanged from 1960. Others range from this minimum to Edmonton's share amounting to \$2,701,739.67. Calgary's share is \$2,364,717.06.

A summary of total amounts distributed among the various types of municipalities in Alberta this year and last is as follows:

	1961	1960
Cities	\$ 6,089,875.61	\$ 6,058,338.32
Towns	2,042,938.07	1,965,739.25
Villages	539,616.47	551,271.57
Counties	2,226,607.53	1,621,609.04
Municipal Districts	3,508,756.82	4,213,633.60
Improvement Districts	449,975.92	465,364.42
Special Areas	85,250.97	87,623.06
S.D.'s in National Parks .	56,978.61	36,422.74
	\$15,000,000.00	\$15,000,000.00

... ELEVEN RECOMMENDATIONS

PUBLISH COMMITTEE REPORT

Eleven recommendations on the future development of Alberta's Special Areas are contained in the report of the Special Areas Investigation Committee which was made public in May. Appointed last September to make an inquiry into various phases of administration of the Areas, the Committee was composed of W.R. Hanson, Chairman; J.M. Bentley and Clyde Stauffer, members. G.G. Rourke acted as secretary. The Committee received some 37 submissions from organizations and individuals relating to the subjects under review.

Here are the recommendations as contained in the report:

1. A gradual modification be made in the present form of administration over a transition period of possibly ten years, at the end of which, or when rehabilitation is complete, the same form of local self-government as is in practice elsewhere in Alberta be established.
 2. An Agricultural Service Board be set up to give added direction and supervision needed in the further rehabilitation and agricultural adjustment needed.
 3. A study be initiated to determine a suitable base for setting the percentage of the forage value collected by government, and also to refine the present zoning used in differentiating the per cent of forage value collected; such zones to disregard the boundaries of the Special Areas but take into account the factors which determine the degree of economic advantage offered in each zone.
- (To Page 7)

It will be noted there has been a substantial shift this year in the totals allocated to Alberta counties from our municipal districts. This of course is explained simply by the five new counties which last year operated as separate municipal districts and school districts.

Total distributed unconditionally under The Municipalities Assistance Act over the past four years now amounts to \$60,000,000. ●

NEW EXECUTIVE ELECTED

SECRETARIES MEET AT BANFF

BANFF - Guy Tomilson is the new president of the Alberta Association of Municipal District Secretary-Treasurers. He heads the executive for 1961-62 elected at the Association convention held during the 23rd Refresher Course in Municipal Administration at the Banff School of Fine Arts on June 12 to 14. Mr. Tomilson, who has been with Paintearth Municipal District since 1948, succeeds Lloyd Williams (Stettler County No. 6) who has filled the President's post for the past two years but who will now represent the Association on the Superannuation Board.

In addition to President Tomilson, the new executive includes J.C. Masson, (M.D. of Red Deer No. 55) Vice President, with Gordon King (Kneehill M.D. No. 48) continuing as association secretary-treasurer. Directors are Harry Scammell (Newell County) (To Page 9)

THE SECOND PAGE . . .

THE DAFFODILS

I wandered lonely as a cloud,
That floats on high o'er vales and hills,
When all at once I saw a crowd,
A host, of golden daffodils,
Beside the lake, beneath the trees,
Fluttering and dancing in the breeze.

And oft, when on my couch I lie
In vacant or in pensive mood,
They flash upon that inward eye
Which is the bliss of solitude;
And then my heart with pleasure fills
And dances with the daffodils.
o William Wordsworth

NOTES AT BANFF

So another refresher course in municipal administration ... the twenty-third ... goes into the minute book. Must remember to exercise restraint, but surely a superlative or two can be overlooked. For example, we have never before seen the weather more perfect nor the mountains more beautiful. Even with restraint, it was terrific.

Total registration for the course was about 120; made up of the regulars, some who were attending for the first time, a substantial number of councillors, and more than twice last year's attendance from the towns and villages of the Province. The councillors must have been impressed with the swinging manner in which the secretaries tackled the business at hand. No question was too tough and few details were overlooked in the deliberations conducted within the Administration Building itself ... and elsewhere.

The executive of the Alberta Association of Municipal Districts took advantage of the occasion to hold several business sessions of their own, and between times were observed to mark with a certain measure of pride the progress being made by the junior organization.

Fred Broadstock, recently retired from Jasper Place, is one of the veterans who has attended all twenty-three refresher courses and sees no reason why he should stay away now that he has more time to himself. He and Mrs. Broadstock both enjoyed the meeting. A few days before they were given life passes to the splendid new swimming pool at Jasper Place. It's called the W.F. Broadstock Pool, in recognition of his years of service to Alberta's biggest town.

Speaking of pools, what really happened at the Cascade Gardens?
Harold Hopkins, former secretary-treasurer of what was then the Municipal District of Lacombe, and Mrs. Hopkins were given a warm welcome after two years absence. They're now living in Calgary and Harold is keeping in touch by reporting conferences and conventions for the Western Municipal News. We'll wish the Hopkins well for all who felt it was good to see them again.

Our congratulations to Guy Tomilson, newly-elected president, Jim Masson, who takes over as vice president, and others on the AAMDST executive whether newly-elected or not.

By the way, we thought we noticed a strong resemblance between Guy and Chad Warnock. Must be so because they admit they answer to either name. Other look-alikes: D.H. Holladay and Senator Donald Cameron. And of course Ian Morris and Charlie Chamberlain.

And a special word of appreciation to Lloyd Williams who during his two years as president has kept the school's sessions rolling smoothly. Lloyd's friendly manner and his way with an ad lib will be long remembered. He has made a splendid contribution to the success of the Association.

A HAPPY LIFE

Let us say, tentatively, that there are five components of the happy life: health, work, interests, friendships, and the pursuit of an ideal. And note that for a happy life we must realize ourselves as a whole, not in just one or other of the parts.

Nor is happiness a negative or passive thing. It is the outcome of things you do, the product of positive thinking and active living. It may be made up of little, everyday incidents; of having something to do, something to love and something to hope for.

The happy life is not measured by the calendar but by the events that occupy it. Consequently, a man goes out every day as a child does, with his mind on what there is to see and do rather than on himself. He lives with a sense of expectancy, knowing that it is better to look forward with pleasure and suffer occasional let-downs, than to approach the days with the prospect of being bored.

There are some factors which seem to hinder us in our pursuit of the happy life. High among them we must place love of security. As soon as preoccupation with security begins to dominate our thinking the scope of our life begins to be diminished.

A principle is not like a rule. The rule asks nothing more of you than you obey; a principle requires you to do your own thinking. A rule gives you credit only for being a creature; a principle gives you stature as a man.

Prejudice is a sign of immaturity. A person is scarcely civilized, let alone cultured, who cannot listen to both sides of an argument. You may not excuse an error, but you are too genial to condemn the man who voices it. He may not be wicked, but only mistaken. It is your part to propose something better to be substituted.

Pursuit of the happy life requires that we keep on learning. You can increase your enjoyment by learning to learn. You will thereby build a sustained intellectual curiosity about a wide range of significant human problems. You will avoid absorbing rubbish, and you will cultivate a thirst for understanding instead of an appetite for sensation. You will enjoy adventures of the mind.

The happy life does not beckon alone to youth. It is for people of all ages. Too many of us are given, in later years, to a sort of fantasy in which we look back upon our youth as a Lost Atlantis, the while we indulge in pity for our present drab and practical lives. But the happy life is not ushered in at any age to the sound of drums and trumpets. It grows upon us year by year, little by little, until at last we have it. It is achieved in individuals, not by flights to the Moon or Mars but by a body of work done so well that we can lift our heads with assurance and look the universe in the eye.

o Royal Bank of Canada Monthly Letter

THIS MONTH

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EMERGENCY FEEDING

AN ARTICLE BY THE EMERGENCY WELFARE DIVISION,

DEPARTMENT OF NATIONAL
HEALTH AND WELFARE

"... These individuals (with a head-in-the-sand attitude) are the same people who generally refuse to participate in civil defence and emergency measures and have no desire to be reminded of such things." o Defence Minister Douglas S. Harkness

In the event of nuclear attack on our country, there would be extensive destruction of homes and property, disruption of public utilities and distribution systems, as well as contamination of some areas with radioactive fallout. Vast numbers of people would move from potential target areas to other communities. Many others might be confined to shelters for varying periods. Since these people would be deprived of normal means of providing for their own existence, many need to be provided with the basic necessities of life in order to survive.

Of all the basic needs of people, none is of greater significance than the need for food. The body's requirement for safe water is even more urgent than for food. In time of disaster, food has other functions besides merely keeping people alive. It is necessary for morale, good organization, leadership, and sound judgment, as well as for the performance of the many strenuous tasks which would be required.

Emergency feeding differs from normal feeding chiefly in the trying circumstances under which large numbers of people would have to be fed. Feeding operations could be hindered by disrupted public utilities, unsafe water, limited supplies and equipment, lack of normal sanitation facilities, or the breakdown of transportation. All these possibilities, which could occur in a nuclear war, obviously point to the necessity for pre-planning and training.

HOW WILL EMERGENCY FEEDING BE CARRIED OUT?

This is a problem which must be faced by all the communities across our country which would be called upon to perform this tremendous task in time of emergency. The problem can be simplified and partially solved by evacuees eating in the private homes in which they would receive emergency lodging in reception areas, with the food supply hopefully supplemented by many having brought some food with them. This is the policy on which Emergency Welfare Services is basing its planning. The implementation of this policy presupposes an effective food distribution system adjusted to the local supply situation.

Private feeding arrangements, however, do not eliminate the possible requirements for communal feeding for the total resident and evacuee populations in some areas, due to disrupted utilities and the difficulty of equal rationing of depleted food stocks. Communal feeding also might have to be used in some communities for groups of people in congregate lodging.

In order to prepare and serve food in all the locations and to all the groups of people requiring emergency feeding, both commercial and non-commercial feeding establishments must be organized for maximum production. Due to their lay-out, some establishments are more suitable for food preparation, and others may be more suitable for serving food. In these cases, the two operations could be separated for efficiency—with increased use of transport. If normal facilities cannot cope with the cooking involved, then improvised indoor and outdoor feeding must be established. For these, vacant buildings and protected outdoor areas could be used with the installation of simple cooking equipment.

For some groups who are isolated from feeding areas or who are too busy to come to feeding centres, for example civil defence workers, simple mobile feeding will be required. Whatever the type of feeding used, food service must be reduced to its simplest form. This means simplified menus, continuous line feeding, streamlined service, and controlled traffic flow.

WHAT KIND OF FOOD?

The question of what kind of food to serve in an emergency is easily solved, for it is obvious that whatever food is available would be used. However, canned, dehydrated, and ready-to-serve foods are ideal for emergency. Infants are one priority group which must receive immediate attention since they require safe water and milk within a few hours. One of the two basic infant formulae recommended to Emergency Feeding workers for emergency use would be satisfactory for most healthy infants. For the normal evacuee population, a hot

beverage at Welfare Centres, and two simple emergency type meals per day would be sufficient for the early emergency period. Workers doing heavy jobs would require supplementary feeding. Over an extended emergency period, certain nutritional aspects would require consideration.

SELF HELP MEASURES

The first demands on emergency feeding will be considerably lessened if people have their own water and food supplies—ready for evacuation or shelter. Everyone should have a seven day, and if possible a fourteen day, supply of water and food—consisting of canned and packaged items with good keeping qualities, conforming to family appetites and preferences, and requiring little or no preparation.

A three day Survival Kit consisting of one pound of candy (any kind except chocolate), a can of juice and can opener should be kept in readiness by all persons at work in case sudden evacuation becomes necessary.

TRAINING OF PROFESSIONAL GROUPS

Emergency feeding would not "just happen" at time of national emergency unless planning, organizing and training is carried out now in peace time. Leadership and trained personnel are essential if an efficient feeding service is to be available. Those whose training, experience and every day jobs relate to food service can give invaluable assistance in the planning stage, as well as in operational and supervisory capacities at the time of emergency.

Persons in this professional group, consisting of dietitians, nutritionists, home economists, and restaurant and catering managers, receive training by attending Emergency Feeding Courses which are conducted by the Emergency Welfare Services Division at the Canadian Civil Defence College, Arnprior. They are presented with information about the threat which is involved and the necessity to assess their own role in time of emergency.

Ways and means of feeding people in an emergency are considered—with emphasis placed on the development of plans for their own restaurant, hospital, or school as part of the overall community planning which is required.

o EMO National Digest

11 STEPS TO SURVIVAL

- Know the effects of nuclear explosions.
- Know the facts about radioactive fallout.
- Know the warning signals and have a battery-powered radio.
- Have some shelter to go to.
- Have fourteen-days emergency supplies.
- Know how to prevent and fight fires.
- Know first aid and home nursing.
- Know emergency cleanliness.
- Know how to get rid of radioactive dust.
- Know your municipal emergency plans.
- Have a plan for your family (and if you are alone, have your own plan.)

For the booklet "11 STEPS TO SURVIVAL" write to your civil defence director.



"... CERTAIN THINGS MAY NOT BE APPARENT FROM A CASUAL READING"

ALBERTA'S NEW EXPROPRIATION ACT

BY A. M. BROWNLEE, LL.B.

An Explanation of The Act as presented by Mr. Brownlee
at the Refresher Course in Municipal Administration held
at Banff in June
(First of Two Parts)

On July 1st of this year The Expropriation Procedure Act will come into force by proclamation. This Act is Chapter 30 of the Statutes of Alberta for 1961, and I am sure that most of you will have already obtained copies from the Queen's Printer. If you have read the Act and compared its contents with the Sections of The Municipal District Act dealing with expropriation, you will no doubt anticipate some problems in revising your procedures and in acquainting your Councilors with the requirements of the legislation.

No doubt we will all have to live with this legislation for some time before seeing how it will work out, and I would certainly not want any of my remarks to be taken as a critical evaluation of it. In many ways the Act seems to be a vast improvement over the former legislation, particularly in that it is much more detailed, and makes the position both of municipalities and land owners much clearer. There are one or two features which I am bound to say do not appeal to me and I will comment on these later. There is no doubt that from your standpoint, expropriations will take much longer than they previously did and that therefore you may find some objection on the grounds of inconvenience. On the other hand, I believe that it has been pointed out to you by the Department of Municipal Affairs that your Councils should embark on long term planning in such matters and presumably this may become a necessity as a result of the Act. I am sure you will agree that in expropriation proceedings, municipal councils often act precipitously and without strict observance of the statutory requirements and that in the odd case, trouble may result. It probably will do no harm to remind you that certain statutory powers which infringe on the rights of individuals, require strict compliance; and that non-compliance can render the exercise of such powers invalid. The following general statement is appropriate to the subject before us:

"Statutes authorizing expropriation for municipal purposes generally prescribe the procedure which must be followed before the property vests in the municipality and it can take possession. Since statutes of this class infringe on the right of a private citizen, they are construed strictly, and Courts exact rigid compliance with the statutory conditions. It follows that most of the provisions relating to expropriation are imperative and not directory, that non-compliance therewith will invalidate the proceedings, and that the corporation in such cases may be stopped from taking any further action. So, before entry can be made upon lands intended to be acquired by the corporation under its compulsory powers, the conditions precedent must be strictly followed, and a corporation which proceeds without observing the statutory requirements is liable as a trespasser for all damages, whether it would have been so liable if it had used the proper proceedings".

When you examine Sections 24 and 25 you will see that the preliminary procedure required to be taken before the passing of the by-law is more involved than heretofore, and consequently there will be a greater danger that carelessness by councils will lead to attempts to impeach expropriation by-laws.

COMPARE "OLD ACT" WITH "NEW"

My purpose this morning is primarily to make a comparison between the procedures required by The Municipal District Act (which I will refer to as "the old Act") and The Expropriation Procedure Act (which I will refer to as "the new Act"). I would also like to draw your attention to certain things which I feel may not be apparent to you from a casual reading of the Act, and also to point out to you one or two features of the new Act, which upon further study, you may consider to be to your disadvantage. In doing so, it will be necessary to make a comparison between the requirements imposed upon municipalities by Part II of the Act and those imposed upon the Crown by Part I.

Section 2 (f) defines "expropriation" as "the taking of land without the consent of the owner by an expropriating authority in the exercise of its statutory powers;" and Section 24 (2) (b) requires that the owner be notified of the "purpose for which the land is to be used by the Municipality";

A word of warning may be worthwhile here. The expropriation must be for a specific purpose to be undertaken as part of a planned

program which has been authorized by the Council and which will be proceeded with subject to such changes as may result only from subsequent unforeseen events. For example, you will note the right of the Council under Section 30 to abandon an expropriation by not accepting the compensating award. It is possible that after going before the Public Utilities Board you might abandon a particular public work because of the expense being greater than you had anticipated; or you might select an alternative location for the public work. However, when the by-law is first passed, it must be for a specific purpose authorized by statute.

I do not think that you could expropriate land which you may or may not use for a public work at some future time, and certainly not if the expropriation is primarily for the purpose of trying to freeze an existing market value which you are afraid may become inflated before you can get around to using the property. The Sydney case which I will mention, illustrates this point. Keep in mind that municipal councils are expected to exemplify the highest standard of ethical business conduct, and while your administrative decisions are generally not subject to review by the Courts, they can be reviewed to ascertain any act of bad faith on the part of the Council. In Municipal Council of Sydney v. Campbell the Privy Council of England stated:-

"A body such as the Municipal Council of Sydney, authorized to take land compulsorily for specified purposes, will not be permitted to exercise those powers for different purposes, and if it attempts to do so, the Courts will interfere. Whether it does so or not is a question of fact. Where the proceedings of the council are attacked on this ground, the party impeaching those proceedings must, of course, prove that the council, though professing to exercise its powers for the statute's purpose, is in fact employing them in furtherance of some ulterior object."

In this case it was alleged that the Council, while purporting to expropriate land for certain land improvement purposes, was actually trying to get hold of the land because of its probable increase in value. The Council was restrained from continuing its proceedings. I am sure this point is abundantly clear to all of you although I remember one situation some years ago where a Council proposed expropriating land primarily to get rid of a difficult ratepayer. The Council suggested that the land was capable of use for a municipal purpose, but obviously did not plan to make use of the land for a public work in the foreseeable future. Obviously it would have been improper to expropriate this man's land, and he would not have any difficulty in getting a judgment stating that the expropriation was a nullity.

Section 2 (j) defines the word "owner" for the purpose of indicating the categories of persons who may be required to be dealt with in the matter of compensation. Subsections (i) and (ii) refer to the owner in fee simple and persons having other interests as shown by the records in the Land Titles Office. These two subsections are comparable in effect to 258 (1) of the old Act which required the compensation notice to be served upon all persons shown by the records of the Land Titles Office to be interested in the land. However, subsection (iii) of 2 (j) of the new Act adds a further category, -namely "any other person who is in possession or occupation of the land". This latter category may include persons who have not registered their interests, such as a short term leaseholder or someone with some other form of license of occupation. These persons, as well as persons with registered interests, will have to be given the notice required by Section 24 of the new Act, and consequently you cannot rely solely on a Land Titles search to determine the persons to be dealt with.

You should note that paragraph 3 states that this Act prevails over contrary provisions of The Municipal District Act, and you will also observe that by Schedule II, Section 256 is partially amended and Sections 258 to 267 are repealed. To all intents and purposes, therefore, the provisions of the old Act are done away with.

Section 4 is an example of how the Legislature has spelled things out in more detail. You might particularly note that you can expropriate easements. This can be of particular importance in connection with drainage projects.

PASSAGE OF THE BY-LAW

I would now refer you to the two Sections of the new Act which

probably will be the subject of the greatest concern to you, and which undoubtedly impose upon you more work and the necessity for a greater care than heretofore. I refer to Sections 24 and 25. Section 24 outlines the procedure to be followed before the passage of the by-law, while Section 25 indicates the matters you must consider in passing the by-law and the information to be contained in the by-law.

Before reviewing these Sections, I would like to comment on Sections 255 and 256 of the old Act which have apparently either been misunderstood by some Councils or, if understood, have not been followed in many cases. I am satisfied that some Councils were under the impression that once an expropriation by-law had been enacted under Section 255, the municipality was entitled to commence work on the expropriated land. Section 255 provided that upon the passage of the by-law, the Council could enter upon private lands and survey and take levels as might be necessary for any purpose relevant to the construction of a municipal work. This right of entry obviously was restricted to the business of surveying and taking levels, and did not go so far as to allow construction to commence. Section 256 stated that when the plans of survey were filed in the proper Land Titles Office by the Registrar, the expropriated land would vest in the Crown or the municipality, as the case might be. Courts have held on numerous occasions that the right of an expropriating municipality to take possession of lands for municipal purposes does not accrue until the vesting of title unless the statute states clearly that the work can be commenced before the vesting of title, and there was no such provision in the old Act.

It therefore seems to be reasonable to say that there was no particular advantage to municipal councils in having the expropriation by-law enacted before the preparation of the plan of survey; and as a matter of fact there appeared to be a disadvantage, in some cases, to the by-law preceding the plan. On one occasion I was asked to examine a by-law which was passed at a time when the council knew that the road would pass through a particular quarter section, but the location of the road within the quarter section had not been determined. The Council simply authorized the expropriation of any part of the quarter section. Due to the fact that the landowner was not satisfied with the compensation offered, he consulted a solicitor who took the position that the by-law was invalid because it did not describe the route of the road. In the case of Vincent -v- Greenfield it was stated:

"According to all the cases which have been decided in our Courts, from the earliest to the present time, it is essential to the validity of a by-law by which a corporation professes to expropriate land for, and to establish and lay out a highway, that the course, boundary and width of such highway should be capable of being ascertained either from the by-law itself or from some document therewith. Failing this the by-law is necessarily inoperative and void."

Obviously, the particular by-law in dispute did not give the land owner any idea whether the road would go through his best or poorest lands, or whether it would create a severance problem, or interfere with his existing buildings. He was not in a position to consider the extent of his damage and the amount of compensation to which he should be entitled. If the case had come to Court the expropriation by-law probably would have been declared invalid with the result that a subsequent entry on the land by the Council would have constituted a trespass for which damages could be claimed over and above the value of the land taken. This type of problem should not arise under the new Act.

Getting back to Section 24 of the new Act, you will note that the first step to be taken after the Council has decided to expropriate, is to have the plan of survey prepared and filed in your office. After this is done the various interested parties who come within the definition of the word "owner" must be served with a notice setting out the information contained in sub-paragraphs (a) to (g) of subsection (2), including the amount of compensation that the municipality is ready to pay, and stating that the plan of survey is available for inspection at the Municipal office. You will observe that this notice must be "served" not less than two weeks before the expropriation by-law is to be first presented to the Council. Section 51 indicates that service is to be effected by registered mail, and will be deemed to have been effected on the date of mailing. Subsection (4) of Section 24 requires a three week period rather than a two week period where the owner is not resident in the Province or where his address is unknown. Subsection (5) requires publication of the notice in a newspaper.

SOMEWHAT UNUSUAL POINT

I now wish to dwell for a few minutes on a point which appears to me to be a potential source of trouble to you, and which may be considered somewhat unusual having regard to the very nature of ex-

propriation proceedings. I refer to:-

Section 24 (2) (f) which provides "that the owner is entitled, before enactment of the by-law, to make representations to the Municipality and set forth his reasons why the land should not be expropriated;" and

Section 25 (1) which provides that before enacting the by-law the Council shall have regard to the circumstances that appear to it to be relevant, including the objections of an interested party.

Under the old Act, a Council was entitled to pass an expropriation by-law once it had decided that it was in the public interest to do so, and so long as the Council acted in good faith, it was not required to consult with the land owners affected. This represents, to my mind, the basic principle of expropriation, that is, that private interests must give way to the public interests. Cases might occur, for example, where a land owner might suffer greatly by road construction across his land when an alternative route might be available to the Municipality at no greater expense; but if the Council decided not to avail itself of the alternative route it does not have to do so, so long as there was nothing malicious in the choice of the original route. In Hurst -v- Mersea it is stated:

"But what is or is not in the public interest is a matter to be determined by the municipal council, and what is honestly so determined is not open to review by the Court".

Furthermore, the judgment of the Supreme Court of Canada in the Copithorne case to which I will make reference in a moment suggests pretty clearly that whether a particular parcel of land is or is not necessary to a public work is a matter for an administrative decision by the expropriating authority and is not subject to investigation by the Courts except where bad faith may be alleged. It is therefore difficult to appreciate the necessity of hearing representations by land owners as to why the land should not be expropriated. If they allege that the particular use of their land contemplated by the Municipality is an unauthorized use insofar as law is concerned, they have their ordinary remedy by way of an action to have the by-law quashed for illegality. If the proposed use is a legal one and is in the public interest, then it seems to me that they can state no valid objection. If this requirement has been inserted to lend a democratic air to the actions of your Councils, it may be a rather futile gesture which may not be worth exposing the Council to meaningless recriminations which in the average case will amount to nothing more than a statement by the land owner that he does not want his land taken at all, and that he has not been offered enough compensation. Certainly the time involved in passing by-laws will be increased considerably.

I am also concerned with the legal implications of the requirement that the Council must give consideration to the objections of the land owner, in addition to the consideration of the needs for the general good of the Municipality before enacting the by-law. The question which concerns me is whether the necessity of hearing the land owner's representations and considering his objections makes the function of passing a by-law a quasi-judicial function rather than a purely administrative function. The distinction is of extreme importance and can best be illustrated by reference to the old Act wherein the passage of an expropriation by-law was definitely an administrative function as compared to a hearing by a Municipal Council under The Domestic Animals (Municipalities) Act on the matter of compensation to a land owner on whose lands cattle had trespassed which has been held by our Courts to be a quasi-judicial function of the Council. In an Alberta case some years ago the Court ruled that the decision of a Municipal Council under this latter Act was invalid because the Council had undertaken a quasi-judicial function and had not acted judicially during the hearing in that it prevented one of the parties from making representations and has excluded him from the room while the other party was heard. This type of a decision is unfortunate even though it is proper. Municipalities do not have the experience or the facilities, at all times, to conduct such hearings in a clearly judicial manner. My concern thereto is whether the requirements of Section 24 and 25 as above mentioned change the passage of an expropriation by-law from a purely administrative function to a quasi-judicial function which might then become subject to review by the Courts on the strength of a complaint by the land owner involved to the effect that the Council had not afforded him a fair and proper hearing, or had not given due and proper consideration to his argument against expropriation of his lands. Certainly you gentlemen will have to be extremely careful to record events fully so that the Minutes will relate the statements of the land owner and the Councillors without omission.

(Concluded Next Month)

LOCAL GOVERNMENT IN SASKATCHEWAN

A REPORT TO THE GOVERNMENT OF SASKATCHEWAN

BY THE LOCAL GOVERNMENT CONTINUING COMMITTEE

(Note: Because of the interest to Alberta of studies and recommendations made by Saskatchewan's Local Government Continuing Committee, excerpts from the Committee Report will be published in The COUNSELLOR over the next few months. In the first excerpt reference was made to goals of local government and historic development. Notes on environmental influences in Chapter II are continued below.)

* * * *

Perhaps the most serious and long lasting effect of our isolated settlement pattern has been to maximize the cost of local services, particularly roads. It would be hard to devise a pattern which requires more miles of road per farm. The effect on other dispersed services, such as power and telephones, is similar.

Preoccupation with the survey grid also was reflected in rural municipal boundaries, which for the most part, were related neither to topographical barriers nor to community interests. The small and uniform size of rural municipalities gave rise to wide variations in resources and population from unit to unit. Their small size also made them vulnerable to localized crop failures.

Since the establishment of Saskatchewan's municipal system, many changes have taken place. The technology of farming has advanced at a rapid pace, virtually transforming the farm economy. Although still the province's basic industry, agriculture is now bolstered by the extensive development of other resources and by a budding manufacturing sector. Associated with these changes have been basic shifts in population and changes in the level and distribution of income. New social values have replaced many of those traditional to the farm. Too, the accepted role of government has changed as the province has moved from frontier farming to a more complex and mature rural-urban economy.

These sweeping changes have accentuated existing problems for local governments and created new ones:

(1) Accelerated population changes have greatly intensified problems related to the provision of services. Schools, roads and other services involve high capital costs in fixed locations; a shifting population has made effective planning extremely difficult for both rural and urban jurisdictions. The declining density of rural population had made high per capita costs for services even higher.

(2) The emergence of government as an agency with broad responsibilities for public services, combined with the "urbanization" of farm attitudes, has greatly heightened the demand for new and improved public services: roads, schools, hospitals, and so forth.

(3) Rural and small urban municipalities have not had the resources or staff to cope adequately with increased demand for higher quality services. Because of their small scale of operations, they have not been able to take full advantage of technology and skills in their programs (e.g., large road machinery, engineering services) or in their administrative procedures (e.g., office machines, specialists). Consequently, costs of services and administration have been higher than necessary and in some cases quality has suffered.

(4) Increased mobility of farm families and changing farm values have combined to produce an urban-centred rural community much larger than the rural municipality. Although rural roads and other services are an essential part of the emerging larger community, the administrative and planning area is still the rural municipality. Thus, the size and boundaries of the R.M.—never related to community patterns—have become even less appropriate.

(5) The interdependence of rural and urban residents has increased, and the area of their common interest has grown. The farmer today is almost completely dependent upon urban goods and services for his farm and family. Urban people, in turn, depend completely upon farmers here and elsewhere for their food supplies. All urban dwellers, to a great extent, either directly or indirectly, gain their livelihood by the provision of goods and services to the farm population. However, with rural attention directed towards the greater

variety of goods and services available in towns and cities, small urban centres have generally failed to keep pace with the development of larger urban centres.

THE ADJUSTMENT PROCESS

Although the basic structure of our municipal system originated fifty or more years ago, it would be a mistake to assume that we have made no changes in local government to meet the developing problems just described. As with other things, change and adjustment in our institutions of local government have been the order of the day. These adjustments have affected the allocation of finances and responsibilities, the boundaries and the structure of local government. In a sense, reorganization has been going on almost continually since Saskatchewan became a province.

Initially, when rural municipalities, towns, and villages, were first set up, school districts were the only special-purpose form of local government. Except for education, the municipalities were expected to take care of most local services, including roads, health, welfare, protection of persons and property, and others.

Individual small urban and rural school districts were reasonably satisfactory to provide the level of education considered appropriate at the time. However, it soon proved difficult in many small districts to maintain school population, and dissatisfaction developed with the quality of education possible in the one-room school. The first form of reorganization—the consolidated school district—was authorized in 1912. By the 1920's, this first type of reorganization had been applied in many parts of the province. It is notable that rural and small urban areas often combined resources in consolidated districts to provide more adequate centralized schools. Subsequently, general reorganization took place through the establishment of larger school units.

The provision of other services, initially the responsibility of municipalities, has also been reorganized, but the results have been less satisfactory. When municipalities were unable to provide the kind and level of services desired by the community, reorganization usually has taken place in one of three ways:

(1) New local government agencies have been created and superimposed on the municipal system; responsibility for the service has then been transferred from the municipality. Hospital services, for example, became the responsibility of union hospital districts based in most cases on a larger area and including both rural and urban jurisdictions. Public health services have been, in part, assigned to health districts and regions. In one large area, municipal doctor plans have been supplanted by a regional medical care plan. In each transfer, the municipalities have retained mainly the function of tax collection on behalf of new local government agencies. Although relinquishing direct control, municipalities have in some cases, retained a voice in the new agencies through council representation.

(2) Municipal responsibilities have been assumed by senior governments. Social welfare services are the best example here. In early days, although public welfare services were extremely limited, responsibility for those in need rested with municipal governments. With the acceptance of greater public responsibility, rural and small urban municipalities were unable to provide the resources of trained staff required. Over the years, social welfare services have been taken over almost completely by the federal and provincial governments. Today, rural and small urban municipalities have only limited responsibility in the administration of one aspect—social aid.

(3) Local responsibility has been circumscribed by increased provincial controls. One important method for accomplishing this has been the use of conditional grants-in-aid. As one example, rural municipalities have retained responsibility for local roads, and some have been able independently to provide local roads of good standard. Nevertheless, the first important general breakthrough in raising the quality of main local roads has come with the provincial grid road plan. To participate, municipalities must comply with minimum standards of location, construction and administration prescribed by

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LOCAL GOVERNMENT IN SASKATCHEWAN

(From Page 6)

the provincial government. Hence, local discretion for those participating has been abridged to facilitate the provision of more adequate road service.

These kinds of reorganization have been judged necessary in order to provide essential services in the quantity and quality desired by the majority of people. The process and the result have important implications for the achievement of the goals of local government:

(1) Rural and small urban municipalities have been gradually transformed from responsible general-purpose local governments to, mainly, tax collection agencies with responsibility for roads and some minor services. Even responsibility for roads is limited for those municipalities participating in the grid road plan. This raises serious questions as to the ability of these municipalities to provide services effectively. It also casts doubt on their vitality as components in our democratic structure.

(2) The splintering of jurisdiction for services among municipal and many special-purpose jurisdictions creates confusion for the voter, compounds local financial problems and negates the accepted concept of responsible government. The citizen cannot find, under present circumstances, any single local government responsible for providing local public services. The existence of many local jurisdictions in the same area makes it impossible to determine accurately either debt load or tax load as it applies to any single local government. And there is no single local government which has responsibility for determining local resources and preparing a comprehensive plan of local expenditures.

(3) Split jurisdiction, wide variation in the sizes of local government units and overlapping boundaries seriously interfere with planning and co-ordinating related services (e.g., schools and roads) and related aspects of the same service (e.g., hospitals and medical care).

(4) The expansion of conditional grants as a technique for providing financial assistance to local governments has serious implications for local autonomy since it removes more and more decisions from local control.

One fact stands out from this brief survey: the adjustment process in local government has been directed primarily to providing services more effectively, without a corresponding concern for advancing responsible local government and enhancing its democratic values. The piecemeal creation of a new district or board to meet each new need attests to this emphasis, as does the corresponding reduction of significant responsibilities assigned to rural and small urban municipalities. In its proper concern for assuring minimum standards of local services, the province in some cases has chosen the course of combining financial contributions with greater control over the performance of local government. In others it has taken over functions and provided services directly. The general result of the adjustment process has been to dilute local government, limit its responsibility and reduce its significance as a democratic structure.

Proposing an alternative to this piecemeal approach, with its emphasis on services, does not necessarily imply a lesser concern with the quality or quantity of local services. Rather, it implies, in the Committee's view, an attempt to solve the problem of effective services through adapting and strengthening our local government institutions so that they will have the structure, resources and responsibilities both to meet the needs for local services and to fulfill their democratic function.

It was this general objective which guided the Committee in interpreting its terms of reference and in its detailed examination of boundaries, structure, finance and responsibilities of local government. In perspective, all these aspects of local government have undergone many changes in the past 50 years. There is no reason to believe that the evident trend towards greater centralized controls, towards a more confused distribution of local responsibilities, will halt of its own volition. The Committee views its task to be to propose changes which will increase the capability of local government to provide services effectively, extend local autonomy, restore local responsibilities, and create a framework of provincial-local relations which will promote decentralization while protecting the province's legitimate interest in the performance of local government.

(More Next Month)

* * * *

The first oil well in Alberta was sunk in 1902 at Cameron Creek, in what is now Waterton National Park.



SECRETARY'S CALENDAR

Municipal District Act

Every Month

5th-Within 5 days after the end of each month, secretary-treasurer shall prepare statement of moneys received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 61(v).

Town and Village Act

August 10 - Enumerator must deliver his list to the secretary on or before August 10. Sec. 112(4).

August 15 - Secretary-treasurer shall prepare monthly cash statement and submit it to next meeting of the council. Sec. 67(r).

August 15 - Voters list to be prepared by secretary-treasurer prior to August 15. Sec. 113(1).

August 15 - Voters list to be posted prior to August 15. Sec. 113(1).

August 15 - Voters list certified correct by August 15. Sec. 115.

August 16 - Post notice of completion of voters list by August 16. Sec. 116.

Voters list (application for addition of names must be received by secretary-treasurer prior to September 6). Sec. 117 and 120.

Tax Recovery Act

August 1 - Not later than August 1st Land Titles Office shall notify registered owners, etc., of Tax Arrears List. o

PUBLISH COMMITTEE REPORT

(From Page 1)

4. Modern range management techniques be applied to improve the estimates of grazing capacity now in use. Either the method currently started in the Special Areas be extended or, if it proves inadequate, the services of trained range personnel be obtained to work out procedures to serve the need at hand and complete the survey.

5. (a) Rental dues on public land, both cultivated and grazing lease, be segregated from taxes.

(b) All public land pay taxes to the local authority on the same assessed value as similar land under private ownership, but that assessment on range land be based on range values rather than on crop land values as at present.

(c) Land rent on Public land, calculated according to formula, be paid to the Province.

6. If suitable land is available or becomes available, another community pasture be established and grazing rates in community pastures be set which will cover all current expenses and liquidate capital costs over a long term.

7. So-called tax recovery land be revested in the Crown and be treated as unalienated Crown land, with tax collected by the local authority and rent paid to the Province, except that during the transition period the Government refund to the Special Areas Board this rent in the form of a grant for rehabilitation purposes.

8. Public ownership of land be maintained if and where it is essential to protect the land resource against abuse, but a study be made of the recommendation in a brief presented to the Committee by the Western Stock Growers that grazing leases be offered for sale to an occupying tenant in balanced economic units.

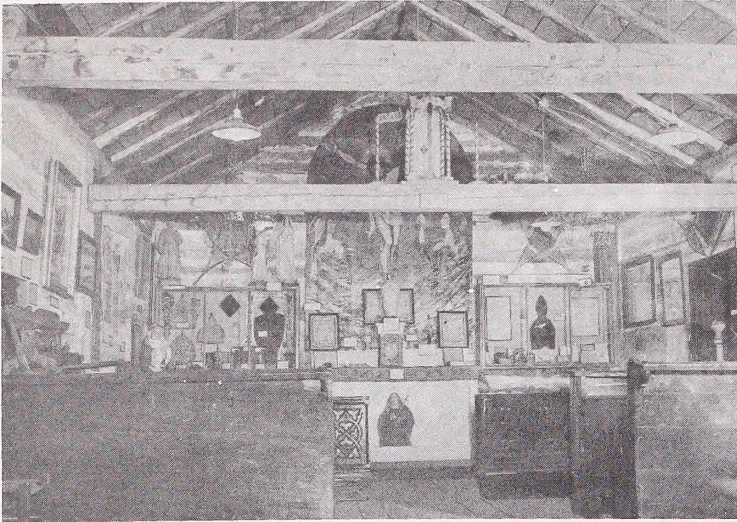
9. Ways and means be employed to reduce the number of units which are too small to yield a reasonable level of income for a family, and to increase the number of large, well-managed outfits which will yield profit to the owners and pay good living wages to employees.

10. Water resources of the area be studied, both surface and underground; a systematic plan of development be drawn up and put into operation, with emphasis upon stock watering and small irrigation.

11. Consideration be given to removing those factors which work against desired agricultural adjustments such as the abuses of P.F.A. payments and free rent on low yield crops. It is recommended that all cultivation leases pay a minimum rental equal to the grazing lease on similar lands.

Note: Copies of the Report of the Special Areas Investigation Committee may be obtained from the Department of Municipal Affairs. Price is \$1.00 each.

SITES OF HISTORY



FATHER LACOMBE'S CHURCH

Ten miles north of Edmonton in the New Town of St. Albert there's a unique museum. Inside a protective building is the original cathedral constructed in 1861 by Father Lacombe. Rich in the artifacts and the spirit of pioneer Alberta, the little structure with its rough but capable carpentry illustrates vividly some of the difficulties overcome daily by the early western settlers.

Along the walls of the chapel are mementoes of the past; hatchets, rifles and other warlike equipment from the time of the Riel Rebellion; hand-made plow blades; cooking utensils and other practical possessions of the mission residents. There, too, is the worn Bible used by the missionary priest, and carefully preserved is the altar made with loving care for the first cathedral of the district.

The mission was built following the construction of missions at Lac La Biche and Lac Ste. Anne. At times, its history was dramatic. During the Riel Rebellion, it was a place of refuge for residents as far distant as Fort Saskatchewan. During the great year of famine in 1876, when hail and frost destroyed the crops, the mission was a refuge for starved settlers and Indians alike.

Father Lacombe, about whom much is written as a result of his vigorous and fearless pioneering and his active humanity, is buried in the crypt of St. Albert Church. He lies with Bishop Grandin, first bishop of Alberta; and Father Leduc, first vicar-general and procurator for western missions.

ST. ALBERT: THEN TILL NOW (From Page 1)

first administration: Mayor, Cheri A. Hebert. Councillors: MM. Jos. Leonard, David Chevigny, Lucien Boudreau, Fleury Perron, Nazaire Asselin, Henri Cunningham. Secretary: Felix Page.

1905—First policeman Ernest Seymour named at a salary of \$40 a month.

Fire protection system is organized.

Dr. Giroux is given a salary as health officer of \$25.00 a year.

1800 feet of sidewalk built.

Lucien Boudreau's sample room is rented for a Town Hall at \$6.00 a month.

7 street lights installed.

Electricity is brought in.

The first license for the hotel is sold, \$50.00 per year.

1907—Two fire engines purchased. They were destroyed by fire in Leon Levasseur's livery barn in 1911.

Fleury Perron elected Mayor.

Sidewalks are built at a cost of 6¢ a linear foot.

1908—The Town is publicized to bring in more people.

Tax rate is set at 16 mills.

\$150.00 is voted as a contribution to the Edmonton Exhibition.

1909—Lucien Boudreau elected Mayor.

Work is done on the hill going to Edmonton.

Sidewalks are built at 5¢ a linear foot.

Drain pipes are installed.

A board of health is organized, consisting of the Mayor and four councillors.

Dog licenses are imposed.

The streets are maintained.

1910—H.B. Dawson elected Mayor.

Dumping grounds decided upon.

Mission Park is given to the Town by Bishop Legal, O.M.I. for \$1.00, to serve to build schools and as a public park.

\$250.44 is voted to build a dam east of Town.

35 street lights installed and a wiring and lamp inspector is named. 1911—Leon Levasseur elected Mayor.

A sidewalk is built to the C.N.R. Station, it is 4 feet wide and costs 3¢ a linear foot.

The wooden sewer pipes are replaced with tile pipes.

Sidewalk is constructed in front of church and convent at a cost of 4¢ a foot.

Alberic A. Ringuette is named Secretary of the Town Council. Poolroom ordered to close at midnight.

\$92.00 is voted to help the baseball club of which J.A. Harnois is secretary.

1912—Jos. Piquette named Secretary-Treasurer of the Town.

Father Merer elected councillor.

The salary of the Secretary-Treasurer is set at \$100.00 a year.

Teachers are paid \$600.00 a year.

Tax rate is set at 30 mills: 13 mills for debentures, 8 mills for schools, 9 mills for current expenses.

Assessment of Town: \$353,259.00.

For school district: \$666,455.00.

The records for the year (1912) and the two following years have been lost (?)

1913—Arthur Grenier named Secretary-Treasurer.

1914—Coal sells for \$3.40 a ton.

1915—Dr. Arthur Giroux elected Mayor

1918—Alex Perron elected Mayor to finish the term at resignation of Dr. Giroux.

Michael Hogan is elected Mayor and will remain in office 'til 1943.

Mrs. Nora Donlevy named Secretary for the Town Council.

The streets are graded.

A school fair is organized.

Cinders are used for sidewalk at a cost of \$1.50 a wagon load.

1912—Saint Vital street is improved.

1922—Building permits will be required for any construction.

A law suit of \$2,000 is adjudged against the Town in favor of Mary Oakes for a fall on the wooden sidewalk.

The curfew will be sounded for children under 10 years of age at 8:00 p.m. from October to May and at 9:00 p.m. from May to October.

1923—Weed control is organized in the Town.

1924—The Council makes a request to the Postal Department to have the mail delivered every Saturday.

1925—Business tax is instituted.

1927—A contract is negotiated with the Edmonton Fire Department for better protection of the Town.

6 fire extinguishers are bought at \$20.00 each.

Highway No. 2 is built through St. Albert but remains a dirt road.

1928—Calgary Power services the Town.

1929—A landing is built at the River to make it easier for the people to draw water.

The main road is gravelled.

1930—Tax rate: 50 mills.

1931—Measures are taken to check spread of diphtheria: (1) children will be inoculated, (2) quarantine will be imposed.

Hector Lamer gets permission to lay 100 feet of cement sidewalk at the corner of his store at his own expenses.

1933—The Altar Society pays for the pruning of the trees in Mission Park.

Laborer's scale of wages: for a man, 25¢ an hour, for a man and team, 40¢ an hour.

Road signs limiting the speed of cars through the Town are erected.

1935—Wood cutters: cut, split, pile a cord of wood for 50¢.

Wood is sold at \$1.00 a cord.

Eddie Rowland with a team and snowplow is hired to clean the sidewalks at 40¢ an hour.

1936—Hired girls for household work and care of sick or aged receive \$6.00 a month.

Emery street is gravelled.

1938—1945—Dr. Richard Poirier is health officer.

1939—The log building that served as a Town Hall is torn down.

1943—Dr. Richard Poirier elected Mayor.

1944—A by-law is passed limiting the speed of cars to 20 miles an hour.

Mr. Allan B. Blair is named Secretary of the Town Council.

1945—Mr. John E. LeClair is elected Mayor.

Dr. William Cuts named health officer.

A plan of the Town is drawn at the cost of \$50.00.

1946—Mr. John LeClair resigns as Mayor and is succeeded by Mr. Jimmy Maheux. (To Page 9)

COMPARATIVE FIGURES ON . . .

THE MUNICIPAL WINTER WORKS INCENTIVE PROGRAM 1960-1961

Oct. 15, 1960 to May 31, 1961	Canada	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	P.E.I.	Nfld.	Yukon	N.W.T.	Indian Bands
Applications Accepted	7,184	768	819	973	304	1,725	2,071	204	105	14	136	2	8	55
Estimated Cost of Projects	211,951	23,620	20,782	9,459	7,174	53,379	90,696	2,722	2,092	149	1,532	2	20	324
Estimated Direct Payroll Cost of Projects	71,908	8,646	7,164	3,407	2,288	17,144	30,091	1,374	985	57	553	2	9	188
Estimated Federal Government Share of Direct Payroll Costs	35,541	4,278	3,580	1,700	1,144	8,459	14,826	659	492	28	276	1	4	94
Estimated Number of Men to be Hired	120,341	9,055	13,176	12,285	3,655	22,637	49,427	5,581	1,544	153	1,968	7	62	791
Estimated Man Days Work to be Provided	5,104,800	477,437	500,129	272,806	172,410	1,100,599	2,294,842	121,814	84,142	6,156	54,226	118	701	19,420

N.B.—Cost figures shown in thousands of dollars.
Percentage of Total payroll cost to total cost of projects undertaken during period of program - 33.9

o Department of Labour - Canada

ST. ALBERT: THEN TILL NOW
(From Page 8)

Mr. Leo Belhumeur is named Secretary.
1947—Neil M. Ross is elected Mayor.
A fire siren is installed.
1948—Concrete sidewalks are built.
The Main Street is hard-surfaced.
A parking by-law is passed.
1950—Garbage collection is started.
Mr. Charles Gould is named Secretary.
1951—Mr. William L. Veness elected Mayor.
A building inspector is appointed.
1954—July 21st—The water system is turned on.
Saint Albert celebrates its Golden Jubilee.
1957—Saint Albert is accepted under the "New Town" Act.
A new water and sewage system is laid.
1958—The streets are paved.
1959—The Town is landscaped; boulevards are made; trees planted.
A fire truck is bought and a volunteer fire brigade formed.
The first official fire chief is Mr. Ted Teterenko.
1960—A four-lane highways is completed from Edmonton to St. Albert.
1961—New street lights are put in all the streets of the Town.
The New Town Hall is built.

SECRETARIES MEET AT BANFF
(From Page 1)

No. 4); Roy Wallman (Forty Mile County No. 8); W. J. Leskiw (County of Athabasca No. 12.) and John Skuba (County of Smoky Lake No. 13).

The entire refresher course, from the addresses of welcome led by Senator Donald Cameron, Director of the Banff School of Fine Arts to the "model" ratepayers' annual meeting conducted by D.A. Gardiner, H.C. Scammell and W.A. Bradbury, was considered one of the most successful in recent years. Secretaries and councillors in attendance all worked hard and as a result must have taken back with them a broader perspective and a wealth of fresh ideas.

A stirring address by Hon. A.J. Hooke, Minister of Municipal Affairs, on the vital need for a new monetary policy will long be remembered. The four seminar groups on "General Administration in Municipal Operations" were well organized and proved all too short for the interest taken in them by the participants. Department officials led discussions on some of the major municipal amendments made at the last session of the Legislature and Allan Brownlee, LL.B. explained in detail Alberta's new Expropriation Act. In addition to the panel on the ratepayers annual meeting, the final morning featured an address on Alberta's new social assistance program by D.W. Rogers, Deputy Minister of Public Welfare. Mr. Rogers was assisted during a question period by K.T. Motherwell, Director of Public Assistance.

Attendance at the conference was about 120, perhaps a few more than last year.

ADDRESSES of WELCOME

Following registration, President Lloyd Williams opened the 23rd conference by introducing Senator Donald Cameron to address the gathering. Senator Cameron's theme was the need for "new thinking and new ideas". He pointed out there had been three recessions in the past 11 years and predicted a worse one to come by 1964. He said the refresher course was a means of stimulating new ideas among

secretary-treasurers. The Senator gave the index of increased Canadian productivity as 111 far behind the corresponding figure of 190 for Japan and even 175 for Italy. He criticised politicians "using your money to bid for your votes" and stressed the need for increased efficiency in production, management and administration. This was necessary especially with England joining the European Common Market, a course to be adopted, he said, over the objections of Prime Minister Deifenbaker.

Don Coombs, Superintendent of Banff National Park also welcomed those in attendance and spoke of his interest in local administration within the townsites.

J.M. McKay, President of the Alberta Association of Municipal Districts, addressed the gathering and pointed out that the Association executive would hold meetings during the next day or two. He said they considered it an honor to be present and called municipal work "a changing science" which demanded a high degree of skill.

Bringing greetings from the Department of Extension, University of Alberta, D.A. Bancroft had a special word for those who have just completed their studies in municipal administration. He said that several had obtained first class honors throughout the three years of study.

A.W. Morrison, Deputy Minister of Municipal Affairs, also congratulated those who had completed the course. He observed there were "quite a number" of town and village secretaries present and wished the conference every success.

A special welcome was then extended by Mr. Williams to urban secretaries, to all assistants who were attending the Banff school for the first time and to municipal councillors. Mrs. Susie Atkinson (County of Lacombe No. 14) was given a hearty round of applause when she was introduced as the first lady councillor in the Province.

Fraternal delegates from Manitoba and Saskatchewan were next to extend best wishes for the success of the school.

LEGISLATIVE AMENDMENTS

The Conference was turned over to officials of the Department of Municipal Affairs to deal with legislative amendments and new legislation. In his opening remarks, Deputy Minister A.W. Morrison referred to the Secretaries' Superannuation plan which he said was being delayed for an actuarial survey with a view to combining with school secretaries or all coming under the Public Service Pension plan. His own view was that such a plan would carry itself without help from the provincial treasury. He advised the Association executive to bring up a resolution requesting action during the fall convention of the parent organization.

Referring to The Municipalities' Assistance Act grants, Mr. Morrison said population and assessment of rural municipalities are decreasing, consequently it is only natural that grants would follow suit. Mr. Morrison also dealt at some length with amendments to The County Act, explaining that new regulations regarding county representation on the hospital board were being drawn up by the Department of Health. In the meantime, he said, present members would continue in office.

Turning to major amendments to The Municipal District Act, Mr. Morrison touched on "Texas" gates (by-law now required) and their

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ELECTED AT BANFF . . .

HEAD SECRETARIES' ASSOCIATION - Atop the Administration Building of the Banff School of Fine Arts, the 1961-62 executive of the Alberta Association of Municipal District Secretary-Treasurers face the camera following successful completion of the 23rd annual refresher course in municipal administration which was conducted at the School in June.

Seated are J.C. Masson, Vice President; Lloyd Williams, Past President; G. Tomilson, President; G.G. King, Secretary-Treasurer. Standing: W.J. Leskiw and J. Skuba, Northern Directors; R.R. Wallman and H.C. Scammell, Southern Directors.

SECRETARIES MEET AT BANFF

(From Page 9)

repair (must be kept serviceable by persons constructing them). He added the by-law should contain such details as specifications and allowable locations.

Bruce Ramsay, Chief Municipal Inspector, also spoke on amendments. He said persons against whom damages are assessed under The Domestic Animals Act now had the right of appeal, but he could see no authority for reserve bids where impounded animals were offered for sale. The Mineral Declaratory Act and The Clay and Marl Act, The new Alberta Hospitals Act and The Local Authorities Board Act were also explained briefly.

Bruce Laidlaw, Assessment Commissioner, and Ernie Mills, Supervisor of Assessments, also addressed the conference on changes in Acts relating to assessments of real property including electric power and pipelines. Mr. Mills requested that details of municipally-owned property be forwarded to him by September 30 next.

MONDAY AFTERNOON

Personell of the Superannuation Board was announced during the afternoon session as Del McQueen, Chairman; J.M. McKay and Lloyd Williams, members; A. Hawkins, Secretary-Treasurer.

Don Bancroft then undertook to divide the conference into four discussion groups for dealing with four phases of general municipal administration. Here was evidence of careful preparation on the part of the four chairmen and their co-chairmen. These men respectively were D.D. McQueen and Len Van Tighem (project budgetting and expenditure control); S.P. Mulka and John Skuba (minutes and by-laws); A. Muller and Ron Penrice (elections and voting procedures); Roy Wallman and D.J. Merritt (office management and supervision). In each case thorough discussion of the subject was stimulated with those in attendance taking part with marked enthusiasm.

Two hours of Tuesday were devoted to reports of these discussions as summarized by Records J. Masson, Bob Cross, C.B. Robertson and J.H. Muller. (Note: It is hoped that summaries of discussions as prepared by the recorders named above will be published in a later edition of The Counsellor.)

URBAN SECRETARIES MEET

Following an address by A.M. Brownlee LL.B., on "The New Expropriation Act, and Other Subjects" before luncheon, the secretaries of Alberta towns and villages met Tuesday afternoon with officials of the Department. Notable was the fact that those representing urban centres numbered 17 as compared with 8 who attended last year. With Tom Manton (Town of Taber) in the chair, the various officials of the Department were kept busy for over two hours answering questions relating to administrative problems such as business taxes, tax arrears, apportioning taxes, franchise agreements, hawkers and pedlars licensing etc.

Mr. Morrison asked for views on holding regional meetings and

Harry May (Village of Crossfield) expressed himself strongly in favor of the proposal. He said he had organized a meeting last September which Mr. Ramsay attended and it was so successful that the meeting will be repeated this year. He thought as many as six zones or regions could be similarly organized.

NEW LOOK AT MONEY SYSTEM

Speaking at the banquet on Tuesday evening, Hon. A.J. Hooke called on secretaries and councillors present to take a hard look at the present money system and the ever-increasing debt which it creates. He said everything has gone forward except our money system which hasn't changed much in hundreds of years. This, he said, is the time for plain thinking and plain talking. The contrast is also marked in relation to social progress, the Minister stated. We have learned to fly to England in a few hours and to put men in space but we haven't learned to live in harmony with our neighbors or to distribute the abundance of food which we can produce. He said we pray for our daily bread, but he had heard a federal cabinet minister say a drought would help solve the problem of our surplus grain, despite the fact that over half the world suffer from hunger.

Asking what we want of life, Mr. Hooke answered by saying that even those of different political faiths should agree we want peace and security with individual freedom. He said the four freedoms of the Atlantic Charter were not enough because they were all available to prisoners in jail.

Warning his hearers that Alberta's new program doesn't put one new dollar into the economy, Mr. Hooke said it could only spread the burden a little. He said there was nothing mysterious about money, but we are told we cannot understand it. It must be discussed, he continued, and the control of Canada's money system by the Bank of Canada must be made a public issue. Mr. Hooke quoted statements of world leaders to show that the power of those who control finance is greater than of those in government who are trying to solve international problems. Referring to banking institutions, he wondered why universities do not offer degree courses to those who wish to study the financial system. He said he realized it would be charged he was making a political speech but declared the gravity of present conditions demanded new thought and resolute action in respect of financial policy. This, he said, was the first responsibility of government at all levels.

Wednesday morning session was divided between an outline of "Welfare Responsibility and Administration" by D.W. Rogers, Deputy Minister of Public Welfare and a panel discussion on ratepayers' meetings by W.A. Bradbury, H.C. Scammell and D.N. Gardiner. K.T. Motherwell, Director of Public Assistance, also addressed the gathering.

. . . WELCOMED TO EDMONTON

FROM FAR AWAY PLACES - Visitors to the Department of Municipal Affairs in June included an official from the Bureau of Public Works, Republic of Korea and two from the Royal Afghan Prime Ministry, Afghanistan. Sponsored by the International Co-operating Administration of the United Nations, the three men are studying local government in various sections of United States and Canada, came to Alberta because of special interest in community planning and administrative supervision.

Chatting with A.W. Morrison, Deputy Minister of Municipal Affairs (third left) are James Gee, Town and Rural Planning Office, Choo Hoon Lee of Seoul, Korea; Mohammad Wardak and Ghulam Dastagir, Administrative Inspectors from Afghanistan; W.D. Isbister, Assistant Chief Municipal Inspector.